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METHODOLOGICAL FEATURES OF PUBLIC ADMINISTRATION DEVELOPMENT INVESTIGATION

Abstract. The article describes the essence of the concept of "methodology of scientific research" and identifies the following methodological peculiarities of research on the development of public administration (as a subject of research): the methodology of scientific research is a system of principles and methods of organizing a study that includes general, special and specific; Problems of the research methodology are due to the lack of development of a special and specific methodology; paradigmatic changes in public administration, its gradual transformation into public administration requires additional thorough scientific developments regarding specific methodological developments; A significant methodological significance is the refinement of the essence of such key concepts of research as "development" and "development of public administration", which are associated with changes, progress and evolution.

It is determined that the methodology of public administration is characterized by a significant problem field, which includes the necessity of solving such problems as: substantiation, systematization, classification and description of categories, analysis of their genesis, role in science and practice; creation of categorical apparatus of state administration; formulation of principles, analysis of their scientific, evaluative and practical content; definition of norms of cognitive, evaluation and

practical activity in public administration; research of the system of values, their changes and roles in public administration, in cognitive, practical and evaluative activity; the study of the paradigm of public administration, the processes of change, the crisis and the development of paradigms; analysis of theoretical arsenal of public administration, development trends and metrological functions; substantiation of methods of public administration, their specifics; ensuring the integrity of cognitive and practical methodology, their transparency for methodological innovations.

Keywords: public administration, public administration, development of public administration, methodology of scientific research.

МЕТОДОЛОГІЧНІ ОСОБЛИВОСТІ ДОСЛІДЖЕННЯ РОЗВИТКУ ПУБЛІЧНОГО УПРАВЛІННЯ

Анотація. Розкрито сутність поняття "методологія наукових досліджень" та виявлено такі методологічні особливості дослідження розвитку публічного управління (як предмета дослідження): методологія наукового дослідження — це система принципів і способів організації дослідження, що містить загальну, спеціальну та специфічну; проблеми методології дослідження пов'язано з недостатньою розробленістю спеціальної та специфічної методології; парадигмальні зміни у державному управлінні, поступове його перетворення на публічне управління потребує додаткових ґрунтовних наукових напрацювань щодо специфічних методологічних розробок; вагоме методологічне значення має уточнення сутності таких ключових понять дослідження як "розвиток" і "розвиток публічного управління", що пов'язані із змінами, прогресом та еволюцією.

Визначено, що методологія державного управління характеризується значним проблемним полем, яке потребує розв'язання таких проблем: обґрунтування, систематизацію, класифікацію й опис категорій, аналіз їх генезису, визначення ролі в науці та практиці; створення категорійного апарату державного управління; формулювання принципів, аналіз їх наукового, оціночного та практичного змісту; визначення норм пізнавальної, оціночної і практичної діяльності в державному управлінні; дослідження системи цінностей, їх зміни і роль у державному управлінні, в пізнавальній, практичній і оцінній діяльності; вивчення парадигмальності державного управління, процесів зміни, кризи і розвитку парадигм; аналіз теоретичного арсеналу державного управління, тенденцій розвитку і метрологічних функцій; обґрунтування методів державного управління, їх специфіки; забезпечення цілісності пізнавальної і практичної методології, їх прозорості для методологічних інновацій.

Ключові слова: публічне управління, державне управління, розвиток публічного управління, методологія наукового дослідження.

МЕТОДОЛОГИЧЕСКИЕ ОСОБЕННОСТИ ИССЛЕДОВАНИЯ РАЗВИТИЯ ПУБЛИЧНОГО УПРАВЛЕНИЯ

Аннотация. Раскрыта сущность понятия "методология научных исследований" и выявлены следующие методологические особенности иссле-

дования развития публичного управления (как предмета исследования): методология научного исследования — это система принципов и способов организации исследования, которая включает общую, специальную и специфическую; проблемы методологии исследования связаны с недостаточной разработанностью специальной и специфической методологии; парадигмальные изменения в государственном управлении, постепенное его превращения в публичное управления требует дополнительных фундаментальных научных наработок по специфическим методологическим разработкам; весомое методологическое значение имеет уточнение сущности таких ключевых понятий исследования как "развитие" и "развитие публичного управления", связанные с изменениями, прогрессом и эволюцией.

Определено, что методология государственного управления характеризуется значительным проблемным полем, которое требует решения таких проблем: обоснование, систематизация, классификация и описание категорий, анализ их генезиса, роль в науке и практике; создание категориального аппарата государственного управления; формулировка принципов, анализ их научного, оценочного и практического содержания; определение норм познавательной, оценочной и практической деятельности в государственном управлении; исследования системы ценностей, их изменение и роль в государственном управлении, в познавательной, практической и оценочной деятельности; изучение парадигмальности государственного управления, процессов изменения, кризиса и развития парадигм; анализ теоретического арсенала государственного управления, тенденций развития и метрологических функций; обоснование методов государственного управления, их специфики; обеспечение целостности познавательной и практической методологии, их прозрачности для методологических инноваций.

Ключевые слова: публичное управление, государственное управление, развитие публичного управления, методология научного исследования.

Problem statement. The development of Ukraine as a democratic, social and legal state is directly related to the development of public administration.

Today in Ukraine, under the influence of globalization, European integration, as well as changes taking place within Ukrainian society, which relate to almost all spheres of its life, changes in relations between civil society and the government, there is a transformation of public administration to public administration.

In order for these large-scale changes to determine the development, in particular, the development of public administration and the evolutionary development of society, the scientific support for these processes is required, and therefore the issues of developing the methodology of scientific research and practice of public (public) management are really acute, taking into account the specifics of the methodological features of the study of various aspects of public

Analysis of recent studies and publications on reserch issues indicates a significant contribution to the development of research methodology, in particular the science of "Public administration", by such scientists as: V. Averianov, V. Bakumenko, V. Kniazev, V. Kovbasiuk, V. Korzhenko, S. Kravchenko, A. Mykhnenko, N. Nyzhnyk, P. Petrovskyi, O. Rudenko, Yu. Surmin and others, which formed the basis for the research of various aspects.

Purpose of the article is to identify the methodological features of the study of various aspects of the development of public administration.

Presentation of the main material of reserch. Research methodology (from Greek. Language — methodos — way of research or knowledge and logos — the word, the concept, the doctrine) is a system of principles and ways of organization studies [1, p. 416].

Today, the concept of "research methodology" has no single interpretation. Foreign scientists do not distinguish between methodology and research methods. Domestic scientists interpret the methodology as a theory of research methods, the creation of concepts as a system of knowledge about the theory of science. Problems of methodology of research most often are associated with a particular specific science [1, p. 416].

According to P. Petrovskyi, the concept of "methodology of scientific research" should be considered as a general theory of a particular process of cognition, the search for a deeper explanation of the specifics of the object of knowledge, which affects the research process and determines its main characteristics. Methodology in a broad sense can be considered as a set of general guidelines and fundamental principles governing scientific activity as such, in its relative isolation from practical and spiritual and practical activities. In a narrower sense, the term "methodology of research" concerns the rules, regulations and methods of regulating individual actions and cognitive activity aimed at the achievement of true knowledge in the form of empirical data, laws, or theories of any science [2, p. 23].

Methodology in the twenty-first century is undergoing inevitable and has yet to undergo major changes. The famous domestic and foreign scientists, namely, V. Bakumenko, A. Rudenko [3], N. Nyzhnyk [4; 5], Yu. Surmin [6] and others paid attention to this.

It should be noted that the formation of the science of public administration in Ukraine as an integral scientific discipline began from the first years of independence of Ukraine, when it became clear that the development of the state in the context of imperatives of transformational changes in society, all its institutions, solving a complex of economic, social, political, value-spiritual problems is impossible without the creation of a special branch of knowledge — public administration [7, p.7]. On March 13, 1997 the newly formed branch "Public administration" was included by the order of the Higher qualification Commission of Ukraine № 86 to the list of specialties of scientists [7, p. 5].

Public administration, as a science, is based on its own research methodology. The methodology of public administration as a system of methods of organization and implementation of

cognitive and practical activities in the field of public administration includes a subsystem of research methods (concepts, principles, approaches, methods, norms, paradigms, etc.) in the field of public administration and a subsystem of methods (principles, approaches, methods, procedures, technologies) of public administration [8, p. 87]. It is closely linked to the theoretical knowledge that forms the basis of its development and at the same time develops itself with the help of new methodological tools. According to this concept, laws, models and theories in public administration not only perform the functions of description, explanation, but also the functions of foreseeing the emergence, existence and development of certain public administration phenomena. They also perform methodological functions, namely, provide scientific validity of the practice of public administration and at the same time act as the theoretical basis of the methodology of public administration [8, p. 87].

The methodology of public administration is characterized by a significant problem field, which includes the need to solve such problems as: justification, systematization, classification and description of categories, analysis of their genesis, role in science and practice; the creation of the categorical apparatus of public administration; formulation of principles, analysis of their scientific, evaluative and practical content; definition of norms of cognitive, evaluative and practical activities in public administration; study of the system of values, their changes and roles in public administration, in cognitive, practical and evaluative activities; study of the paradigm of public administration, processes of change, crisis and development of paradigms; analysis of the theoretical arsenal of public administration, development trends and metrological functions; justification of public administration methods, their specificity; ensuring the integrity of cognitive and practical methodology, their transparency for methodological innovations. Each component in the structure of the methodology of public administration, on the one hand, performs its specific purpose, and on the other — at the same time plays a system-forming role [8, p. 87–88].

We agree that the most developed is the general methodology of scientific research (common for different branches of science); to a certain extent, but less developed is the methodology of research of management science and science of public administration (special) [9]. Each new comprehensive research in the field of science "Public administration" involves the improvement of the general methodology of research in public administration and the allocation of appropriate methodological aspects for each specific object of study [9, p. 88]. The questions of determining the methodological foundations of any research are quite complex and they are in constant improvement by scientists and need to adapt the scientific heritage according to the object and subject of the study, taking into account the needs of today.

Let us note that today in Ukraine under the influence of external influences and inner reforms a paradigm change in public administration takes place, as well as a gradual transformation in public management. This situ-

ation requires additional fundamental scientific developments regarding specific methodological developments, which are due to the specifics of the subject of research (in particular, the development of public administration).

The development of public administration and/ or its separate aspects as a subject of scientific research should be based on methodological developments of various branches of knowledge, that is, its research has a pronounced interdisciplinary approach. At the same time, it is necessary first of all to clarify the essence of the key concepts of the study. In particular, the category of "development" is essential for this subject of research.

Development is a specific process of change, the result of which is the emergence of a qualitatively new, progressive process of ascent from the lowest to the highest, from the simple to the complex. Development means growth, expansion, evolution; creation; event; improvement, improvement is a special type of irreversible, progressive, targeted modifications of complex system objects, due to their structural and functional upgrading, improvement, growth, improvement, transformation into "its" brand new one [10, p. 498–500].

It is no accident that development is equated with progress. Understanding of the development as a process of qualitative natural and socio-cultural changes reveals fundamentally different, new in relation to the past.

At the same time, we note that the development process is much more complicated than the process of change. We agree with the opinion of V. Korzenko that a change of one for the other different one means a mechanical return to the old or engagement, instead of the old of the implementation of something qualitatively new, processing, handling, alerting, providing another view, etc and concerns anything: social status, management, movement, features, properties, forms and methods of managerial influence, social technologies, control mechanisms in social being, social institutions and institutions, etc. The fact that changes have been made does not yet indicate to the nature of the trend of change. Any development always involves change but not every change, including with the formation of a new quality, can be considered a development, because a change involves simple mechanical destruction of the old [10, p. 498–500].

According to M. Mikhnenko "development is a multidimensional process of transition from one state to another, more perfect". Depending on the object of a development can be: social, political, economic, social, spiritual, cultural, mental, technical. Universal property of development is irreversible, directed change of matter and consciousness. This change can be both evolutionary and revolutionary. Evolutionary change is a process of long-term, gradual, insignificant changes and gradual transition to the higher stages of development with the inheritance of the previous elements; it is also a synonym of gradual development. The differences between evolution and development most of the professionals relate to the fact that evolution takes place by itself, mainly under the influence of external factors, and development — through ac-

tive human action for the restructuring of internal processes [11, p. 600].

It should be noted that the term "evolution" (lat. Evolution — disclosure, development) denotes development, mainly irreversible changes that take place in living and inanimate nature also in social systems. Evolution can lead to complication, differentiation, increasing the level of organization of the system (progressive evolution) or, conversely, to a decrease in its level. It is also possible that there is an evolution while maintaining the overall level or height of the organization [12, p. 182–183]. Nontrivial multidimensionality is a characteristic feature of modern social systems. The multidimensionality of the state and society as a dual entity consists in the presence of its own interests, value systems and, accordingly, goals in the subsystems: power; government; public administration; efficiency of economic objects; resource and natural resources; environmental resources; social protection. Under these conditions, the algorithm of sequential design (according to the order of each of the aforementioned subsystems) trajectories of social evolution is insufficiently effective [5, p. 62–70].

Summary. Thus, we have identified the following methodological features of the study of the development of public administration (as a subject of research):

• the methodology of scientific research is a system of principles and methods of research organization, which includes general (common for various fields of science), special (for science "public administration") and specific (for the subject of research, which is at the junction of different sciences);

• the problems of research methodology are connected not only with the insufficient development of the methodology of science "public administration" (special methodology), and, in particular, in the part of the chosen subject of research (specific methodology);

• under the influence of external factors and inner society reforms a paradigm change in public administration takes place, as well as a gradual transformation in public management. This requires additional solid scientific developments with respect to specific methodological developments;

• methodological importance is the clarification of the essence of such key concepts of research as "development" and "development of public administration", which are associated with changes, progress and evolution.

Further research should focus on the identification of problematic issues of public administration development in Ukraine in today's conditions.

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